

Annex 9: Terrorism

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Introduction:

Primary Agency: Unified Command

Supporting Agencies:

- Fire Agencies
- Law Enforcement Agencies
- Stillwater County Disaster and Emergency Services
- City/County 911 Dispatch Center
- Emergency Medical Services
- Public Works Agencies
- Public Health Agencies
- Montana DOT
- Montana Highway Patrol
- Montana National Guard
- Montana DES
- National Weather Service
- American Red Cross



Purpose

To establish the procedures necessary to reduce, or minimize, the loss of property and threat to persons in areas of terrorist activity and to assist in the restoration of order and a return to normal activity after such disturbances.

Situation & Assumptions

A. Situation

1. Terrorism is defined as “The unlawful use of force against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in the furtherance of political or social objectives.” Terrorists often use threats of violence or bio-chemical releases to create fear among the public, to try to convince citizens that their government is powerless to prevent terrorism, and to get immediate publicity for their causes. A terrorist incident may involve a single threat or multiple threats in one jurisdiction or they may target several jurisdictions at the same time. Although all threats of terrorism do not actually present real danger to the public or responders, all threats require prompt action coordination, and communication across agencies as necessary to protect the public and first responders from credible terrorism acts such as bombs at pipeline or tank farms, chemical and biological warfare. It is also important to remember that terrorists often choose targets that offer little danger to themselves and areas with easy public access. In general terms these events will fall under definitions in Montana Code Annotated (MCA)

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Title 45, Chapter 8, Part 1.

2. Terrorism is a federal crime and the FBI has the lead for *Crisis Management* while FEMA is the lead agency for *consequence management* on terrorist events. Terrorists use many different types of weapons including explosives, kidnapping, hi-jacking, arson, or shootings, as well as the weapons B-NICE (biological, nuclear, incendiary, chemical and explosive. Radiological, biological or chemical agents are also possible weapons.
3. Response agencies in Stillwater County have some required training and equipment to respond to an NBC incident such as HazMat training and Radiological detecting equipment. However, because Stillwater County doesn't have an adequate number of trained personnel and equipment for NBC incidents, our principal responsibility is to call those agencies/response teams who have the appropriate training and equipment.
4. Stillwater County is not considered to be at high risk for civil unrest incidents or terrorism. However, there are several risks including the Stillwater Mine, the Montana Silversmiths, the SMC Smelter, along with their refinery, laboratory, and storage facility, railroads and highways crossing through Stillwater County, the airport, pipelines, utility power lines, proximity to federal land, the Mystic Lake Dam and other waterways, and infrastructure, such as transportation systems from the East to West sides of the county.
 - Recent bombing incidents have shown there can be a sequence of events carefully timed to inflict further harm on those whose job it is to respond to assist others. Additional hazards may include: armed resistance, use of weapons, booby traps, and secondary events/devices.
 - Stillwater County will utilize the Incident Command System.
5. Unrelated groups and individuals have found a common cause in their deep distrust of the government and their eagerness to fight back. The result is a noticeable rise in activity of unregulated state militia, white supremacist groups and anti-government extremists on a nationwide level. Activities by such groups run the gamut from peaceful and orderly public demonstrations to sudden eruption of violence, accompanied by arson, looting and assault, as well as the deliberate release of hazardous materials.

B. Assumptions

1. This plan will go into effect when a WMD incident has occurred or a credible threat has been identified.
2. All operations will take place under the ICS described in the Emergency Operation Plan for Stillwater County.

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3. The size and geographic location of a community are not necessarily the deciding factors as to when and where an incident may occur.
4. Certain types of facilities are more vulnerable than others. These include federal, state and local government buildings, schools, nuclear power facilities, power plants, substations and transmission lines, pipelines, refineries, and gas plants. Likewise, certain groups of individuals are more likely to be targets. These include public servants, especially those whose duty it is to enforce the law, politicians, and employees of federal agencies.
5. CEO's and law enforcement may have an opportunity to analyze conditions during a preliminary negotiation stage thus allowing for the notification of key officials and departments concerned with routine dissemination of information. Should violence erupt, people are better able to respond.
6. Officials in local government have the responsibility for protecting life, property and the environment. In addition, they have the responsibility for keeping citizens informed of possible community disruption and danger.
7. No single agency at the local, state, federal or private level possesses the authority and the expertise to act unilaterally on many difficult issues that may arise in response to threats or acts of terrorism. The initial actions taken by responding agencies will affect the final outcome of this type of incident.
8. State and federal response teams and other support agencies will respond with technical expertise and resources upon request by local officials.
9. As the local, state and federal responders will be working together, they will define working perimeters that may overlap. Perimeters may be used to control access to the area, target public information messages, assign operational sectors among responding organizations, and assess potential effects on the population and the environment. Control of these perimeters may be enforced by different authorities who will impede the overall response if adequate coordination is not established.
10. There will be a stronger reaction (i.e. fear) to a terrorist incident from the public than with other types of incidents.
11. An act of terrorism, particularly if involving WMD, may overwhelm local and state governments almost immediately.
12. The federal government may also be overwhelmed, especially if multiple locations are affected.

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13. If appropriate personal protective equipment is not available, entry into a contaminated area (i.e., a hot zone) may be delayed until the material dissipates to levels that are safe for emergency response personnel. Responders should be prepared for secondary devices.
14. With a Bio-Terrorism event, the onset may first be recognized by Public Health Agencies and departments, County Nurse, doctors, hospitals, etc. Due to the enormous risk of life and property, supplemental response by state and federal agencies is critical. They will be notified immediately so they can more expediently be dispatched should the need arise. It is important that local jurisdictions coordinate and cooperate closely with the County and State Disaster and Emergency Services, the FBI, Montana Department of Public Health and Human Services, the U.S. Environmental Protection Agency, the Department of Livestock and the Department of Agriculture. State and federal agencies can readily be accessed through the **State DES Division Duty Officer at 406-324-4777**. In some cases when the mechanism to disperse is WMD and a chemical agent is involved, Stillwater County will respond under the guidelines of the Hazardous Material Annex along with guidance from the Department of Public Health and Human Services.

Concept of Operations

A. General

An important component of activity prior to, during, and following any civil unrest event is in coordinating the communication flow of information with local, state, and federal agencies that may be involved.

Operations and missions under this plan will be carried out during distinct phases: *Preparedness, Response, and Recovery*.

◆ The **Preparedness Phase** covers normal readiness. During this period, plans will be reviewed for validity and exercised to train necessary personnel on an annual basis.

◆ The **Response Phase** has two separate modes:

1. The *increased readiness; or "warning" period* includes the time after a small, contained civil disturbance has begun, or the threat of a terrorist attack has been received. This threat may result from information gathered by law enforcement, or received from other sources. Readiness to implement the plan will take precedence during this alert period until such time as the DESC/EOC is notified that no assistance will be needed.

2. The *emergency operations period* begins when notification of a major disturbance is received, or a jurisdiction issues a request for assistance and operations are initiated to resolve the situation.

◆ The **Recovery Phase** will begin after the act of terrorism and will include necessary resources as identified in the *Recovery Annex* to the EOP.

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B: Direction & Control

- ◆ See the Direction and Control Annex in Section II: Functional Annexes.
- ◆ All operations will be carried out using NIMS ICS. Federal support will be provided through the National Response Plan ESF #13 “Public Safety and Security”.

- ◆ Local law enforcement will assume the Incident Command role. Upon notification to the local 911 dispatch center of a potential or actual civil disturbance, communications among all responding agencies will be established to insure that;
 - All responses are coordinated,
 - Information is provided to all parties involved as it becomes available,
 - The release of information at the state level will be done through the Joint Information Center, as detailed in the EOP.

- ◆ The Incident Commander will establish an Incident Command Post (ICP) as soon as possible and ensure that the location of the ICP and identity of the IC is disseminated to all responders. When command post operations are established in proximity to civil disturbance areas they will be co-located to facilitate the coordination of all response efforts.

- ◆ The IC will adapt the management structure to reflect the need and complexity of the incident. In accordance with other annexes, this may include, but is not limited to activating the EOC, establishing unified command, and requesting mutual aid support from neighboring jurisdictions.

- ◆ The senior fire official of the affected jurisdiction will be responsible for the coordination of all fire suppression activities related to civil disturbances.

- ◆ The Department of Military Affairs (DMA) may be called upon to provide personnel to augment local agencies during civil disturbances and will be directed as to its response by the Governor, or his designee.

- ◆ Such state resources that are committed to a civil disturbance will be coordinated through the MT DES State Emergency Coordination Center (SECC) and the local Emergency Operations Center (EOC) as appropriate. The operational level of the EOC will be determined as the situation develops and those agency representatives required will be notified.

- ◆ The level of state response will be dictated by the requesting jurisdiction and will be done on a request only basis.

C. Authorities and Limitations

- ◆ The Incident Commander (IC) has authority to coordinate the use of resources and personnel

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at the scene of the emergency.

- ◆ The Commissioners have the authority to declare a State of Emergency within their jurisdiction and the responsibility to request a state or federal declaration if appropriate.

- ◆ Commissioners have the authority to enter into mutual aid agreements between their jurisdictions and other jurisdictions.

- ◆ MCA 10-3-104 and 10-3-406 give the Governor and local chief elected officials the authority to *“direct and compel the evacuation of all or part of the population from an emergency or disaster area.....when necessary for the preservation of life or other disaster mitigation, response, or recovery;”* and to *“control the ingress and egress to and from an emergency or disaster area, the movement of persons within the area, and the occupancy of premises therein.”*

4. MCA Title 45, Chapter 8 Part 1: “Conduct Disruptive of Public Order”.

- ◆ The County Coroner’s Office is the lead agency for the collection, storage, and disposition of all human remains and their personal effects.

D. Public Information

- ◆ See the Public Information Annex in Section II: Functional Annexes

- ◆ Once appointed, the Public Information Officer (PIO) will be responsible for the coordination and dissemination of public information during the emergency and will clear all press releases through the Incident Commander. Instructions to the public may include:

- Traffic detours;
- Areas of operation that are restricted due to actual or anticipated unlawful activity and/or;
- Curfews imposed as a result of the activity.

- ◆ All approved press releases will be logged and a copy saved for the disaster records.

- ◆ The EAS may be used when appropriate.

E: Operational Roles & Responsibilities

The following are a list of suggested actions by certain agencies to take during the Response phase’s *warning* and *operations* periods as well as the Recovery phase of a civil unrest incident.

◆ Law Enforcement:

Warning Period

- Maintain adequate stock of items likely to be in high demand.

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- Evaluate equipment needs.
- Update resource lists.
- Establish and update periodically, inter-agency coordination/communication.
- Assume Incident Command.
- Provide public information regarding appropriate responses to minimize impact to public safety.

Operations Period

- Assess impact on department resources and ability to provide normal routine response to calls for service.
- Assess the magnitude of the incident continually until resolution with respect to inter-agency involvement and ability to maintain services. (*Keep CEOs involved*)
- Respond to and control the incident in accordance with department SOP's.
- Assess situation for additional needs from supporting departments and/or other appropriate agencies.
- Provide overall incident strategy and management.
- Establish Unified Command with other affected jurisdictions as appropriate.
- Establish and maintain contact with the media, provide public and protective action information, and alert and warning as appropriate.
- Assess damage to department resources and facilities

Recovery Phase

- Release excess personnel and equipment according to demobilization plan as resolution occurs.
- Assist in the compilation of damage assessment of jurisdiction's equipment, utilities, roads, and buildings to support requests for appropriate disaster recovery assistance.
- Assign personnel to monitor and direct any long-term recovery process.
- Complete required paperwork and reports.

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- Participate in post incident analysis.

♦ **Public Works:**

Warning Period

- Increase warehouse inventories for items that are likely to be in high demand.
- Establish inter-agency coordination/communication.

Operations Period

- Assist as directed/indicated by Incident Command.
- Assess damage to department resources and facilities.
- Assist with the distribution of available resources.
- Identify security concerns and needs to Incident Command.
- Coordinate public information release with the PIO.

Recovery Phase

- Release excess personnel and equipment according to demobilization plan as resolution occurs.
- Assist in the compilation of damage assessment of jurisdiction's equipment, utilities, roads, and buildings to support requests for appropriate disaster recovery assistance.
- Assign personnel to monitor and direct any long-term recovery process.
- Complete required paperwork and reports.
- Participate in post incident analysis.

♦ **Fire/Rescue:**

Warning Period

- Evaluate equipment needs.
- Update resource lists.
- Establish and update periodically, inter-agency coordination/communication.

Operations Period

- Assist as directed/indicated by Incident Command.

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- Assess damage to department resources and facilities.
- Respond to requests on public safety issues as appropriate.
- Identify security concerns and needs to Incident Command.
- Keep up-to-date information on situation and conditions. Utilize appropriate access routes as conditions change.

Recovery Phase

- Complete required paperwork and reports.
- Participate in post incident analysis.

♦ Emergency Management/DES:

Warning Period

- Evaluate equipment needs.
- Update resource lists.
- Establish and update periodically, inter-agency coordination/communication.
- Participate in regional coordination group to foster cooperation among affected jurisdictions.

Operations Period

- Consider activation of EOC.
- Consider activation of volunteer organizations.
- Consider need for Emergency Declaration and begin process if necessary.
- Establish and maintain reporting and coordination contact with cooperating jurisdictions, stat and volunteer agencies as appropriate.
- Assist as requested by Incident Command and Command Staff.
- Keep CEOs informed on current conditions, capabilities, and activities in the jurisdiction.
- Maintain a unit log of major decisions and actions taken.
- Identify security concerns and needs to Incident Command.

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- Keep up-to-date information on situation and conditions posted in the EOC.

Recovery Phase

- Assist Recovery Branch in the assessment of damages.
- Provide coordination point for disaster recovery activities and agencies.
- Complete required paperwork and reports.
- Participate in post incident analysis.

Revise and update Emergency Operations Plan as incident analysis indicates.

1. All first responders establish and develop a communication link with the ICS.
2. All appropriate means will be used to deter, defeat and respond to all terrorist attacks, within our jurisdiction boundaries, against all resources, both people and facilities. We will attempt to reduce vulnerabilities to terrorism, will try to deter terrorist acts and respond if terrorist attacks occur. Policies will not be affected by terrorist acts and terrorists and their sponsors will be dealt with vigorously to reduce their capabilities and support. Terrorism will not be allowed to succeed. Pursuit, arrest and prosecution of terrorists are of the highest priority.
3. The goal during the immediate response phase of an incident shall be to terminate terrorist attacks so that terrorists do not accomplish their objectives or maintain their freedom, while seeking to minimize damage and loss of life and provide emergency assistance. In a hostage situation, our responsibility is life safety -- of the hostage, the public and the responders. Although we will make no concessions to terrorists, lines of communication with terrorist leaders will be maintained. If hostage negotiations are required, law enforcement personnel have the authority to call for assistance.
4. Pursuant to PDD – 39, the FBI has Federal lead responsibility for crisis management to threats or acts of terrorism that take place within the United States territory.
5. First responders involved in a terrorist incident become part of the crime scene. Law enforcement personnel will likely interview you. You may be required to testify in court as to what you saw, did and did not do.
6. The Incident Command System (ICS) that was initially established likely will transition into a Unified Command System (UCS) as mutual-aid partners and State and Federal responders arrive to augment the local responders.
7. Incidents involving nuclear materials implement the Radiological Annex to coordinate

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radiological response with respect to assessment, monitoring, protective actions, and public information release (See Radiological Events and Radiological Information Appendix 7.1, and 7.2).

8. Incidents involving biological or chemical material require coordination within local/state public health officers regarding threat assessment consultation, agent identification, epidemiological investigation, hazard detection and reduction, decontamination, public health, medical and pharmaceutical support operations and release of public information (*See the Health and Medical Annex*)
9. Incidents involving hazardous material (as defined under CERCLA and EPA) implement the Hazardous Material Annex with respect to containment, control and cleanup, protective actions and release of public information (*See Hazardous Materials Annex*).
10. Incidents involving weapons of mass destruction require coordination with local, state and federal law enforcement agencies regarding threat credibility assessment. Weapons of mass destruction are defined as any destructive device – explosive, incendiary, poison gas, bomb grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge or more than one-quarter ounce, mine or device similar to the above – capable of causing a significant destructive event, any weapon involving a disease organism or any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.
11. In a terrorist incident, the area of operations is potentially a crime scene, hazardous material site and a disaster site. Operational boundaries need to be defined with common terminology and procedures for officials responding to the crime, the hazardous material incident and the disaster. These boundaries may be used to control access to the area, target public information messages, assign operations sectors among responding organizations and assess potential effects on the populations and the environments.
 - a. The Crime Scene Boundary defines the law enforcement scene. Access to the scene may be restricted on law enforcement authority. Response activities within the crime scene may require special procedures in order to protect evidence collection.
 - b. The Hazardous Material Boundary defines the hazardous material site, which may be referred to in technical operations as the “working point” (nuclear) or the “hot zone” (biological/chemical). Depending on the spread of contaminants, this site may include some portions of the crime scene and surrounding community. Access into this area may be restricted to personnel wearing protective clothing and using decontamination procedures.

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- c. The Disaster Boundary identifies the community-at-risk, which may need to take protective actions such as shelter, evacuation or quarantine. Access into this area may or may not be restricted on the authority of local (or state) health officials.
 - d. Because of a lack of appropriate personnel protective equipment, entry to contaminated areas needs to be delayed until the material dissipates to safe levels or until the proper equipment and technical experts arrive.
- 12. The dissemination of accurate, timely public information is of utmost importance to minimize fear in the general population and reduce problems related to rumor control.

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Appendix 9.1

RADIOLOGICAL INCIDENTS:

Follow the same procedures for hazardous material spills with these added considerations:

1. Isolate the incident area. Rescue the injured and initiate any needed emergency treatment. DETAIN all concerned, unless seriously injured. Cordon off area until a radiological team can be brought in with radiological instruments. This is a highly technical field, and this work must be performed by competent professionals. No material or equipment should be removed from the scene without being surveyed by the monitoring team for contamination.
2. Fires should be fought (following hazardous material precautions), with the minimum dispersal of water or material runoff.
3. No food should be consumed in the incident area.
4. The radiological team will come under the control of the Incident Manager. The team will assume control of the technical operations to test for radiological contamination and initiate decontamination procedures.
5. Depending on the magnitude of the incident, activate the Emergency Operations Center.
6. When victims of the incident involving radioactive materials are taken to the hospital for treatment, be sure the hospital personnel understand that special precautions must be followed because of contamination.
7. Do not clear the scene or assume the incident is closed until radiological operations experts have given their clearance.

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Appendix 9.2

RADIOLOGICAL EVENT INFORMATION

The chances that the United States will be affected by the detonation of nuclear weapons are extremely remote. However, the fact that thousands of nuclear warheads exist in the world today does not preclude the possibility that the usage of one or more of the devices is possible whether it be an all-out nuclear exchange between the superpowers, terrorist groups carrying out threats via nuclear blackmail, an accidental launch, or the effect of nuclear detonations occurring on the other side of the world. Local government will be hard pressed to provide their constituents with accurate information on the effects of nuclear radiation. This annex organizes the structure for radiological operations and identifies responsibilities and procedures for operating in a radiation environment.

GENERAL:

1. Every political jurisdiction within the State could be subject to the effects of nuclear detonations, especially radioactive fallout.
2. A nuclear attack or accidental launch could occur without warning.
3. Radioactive fallout may affect the county even if the detonations occur in another country thousands of miles away.
4. Local governments may have to operate, without outside assistance, during and after an attack, for prolonged periods of time.
5. Stillwater County is not considered a "High Risk" area by the Federal Government, and therefore is not expected to receive the direct effects of a nuclear attack.

MONITORING

Emergency services (e.g., fire, law enforcement, etc.) that are currently assigned Radiological monitoring sets may be utilized as the radiological reporting net for the county.

COUNTY RESPONSE

Similar to the situation related to hazardous waste incidents, detecting and responding to a radiological release to the environment requires specialized equipment and personnel beyond the capabilities of Stillwater County. Any release or suspected release will be reported to Montana DES for response. Any area suspected of radiological contamination shall be isolated from the public until monitoring and mitigation is completed. Assistance will be contacted by the Incident Commander or the DES Coordinator.

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RADIOACTIVE FALLOUT can be categorized into either the early (localized) fallout or the delayed (worldwide) fallout. **Localized fallout** is defined as those particles which reach the earth within 24 hours after the nuclear explosion. The **delayed fallout** consists of smaller particles which ascend into the upper levels of the atmosphere and are carried to all parts of the earth. The delayed fallout is brought down to earth by rain or snow over periods ranging from months to years. **Fallout** is radioactive. Its intensity and hazard to the public is dependent upon the length of time since the nuclear explosion, the distance between the fallout particles and the organism, and the mass (material/substance) between the fallout and the organism.

SHORT-TERM EFFECTS OF RADIATION EXPOSURE

Following are estimated short-term effects on humans of external exposure to gamma radiation from fallout during a period of one week or less. The total exposure is given terms of Roentgens (R), a unit for measuring the amount of radiation a person is exposed to.

0 - 50 R	No visible effects.
50 - 200 R	Fifty percent (50%) may experience nausea; and 5% may require medical attention; no deaths are expected.
200 - 450 R	Most will require medical attention because of serious radiation sickness. Fifty (50%) percent may require hospitalization.
450 - 600 R	Serious radiation sickness; all require medical attention. Death for more than fifty (50%) percent within one to three weeks.
Over 600 R	Severe radiation sickness. One hundred (100%) percent will die within three weeks.

No special clothing can protect people against gamma radiation, and no special drugs or chemicals can prevent large doses of radiation from causing damage to the cells of the body. However, antibiotics and other medicines are helpful in treating infections that will follow excessive exposures (radiation weakens the body's ability to fight infection).

NOTE: People exposed to radiation **DO NOT** become radioactive. Radiation sickness is not contagious or infectious; it cannot be "caught" from another person.

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Appendix 9.3

BOMB THREATS

- A. If you observe a suspicious object or potential bomb on, **DO NOT HANDLE THE OBJECT!** Clear the area immediately and call the Police.
 - B. Any person receiving a phone call bomb threat should ask the caller:
 - 1. When is the bomb going to explode?
 - 2. Where is the bomb located?
 - 3. What kind of bomb is it?
 - 4. What does it look like?
 - 5. Why did you place the bomb?
 - C. Keep talking to the caller as long as possible and record the following:
 - 1. Time of call.
 - 2. Age and sex of caller.
 - 3. Speech pattern, accent, possible nationally, etc.
 - 4. Emotional state of the caller.
 - 5. Background noise.
 - D. Police Officers will conduct a detailed bomb search. Employees are requested to make a cursory inspection of their area for suspicious objects as they evacuate and should report the location of any such suspicious objects to Police. **DO NOT TOUCH THE OBJECT!** Do not open drawers, cabinets, or turn lights on or off.
 - E. When the building evacuation alarm is sounded or an emergency exists, walk quickly to the nearest marked EXIT and alert others to do the same.
 - F. ASSIST THE HANDICAPPED IN EXITING THE BUILDING! Remember that elevators are reserved for emergency services personnel. DO NOT USE ELEVATORS IN CASE OF FIRE. DO NOT PANIC.
 - G. Once outside, move to the buildings designated evacuation assembly point at least 500 feet away from the affected building. Keep streets, fire lanes, hydrants, and walkways clear for emergency vehicles and crews.
 - H. If requested, assist Emergency crews as necessary.
 - I. DO NOT RETURN TO AN EVACUATED BUILDING unless told to do so by an official.
- IMPORTANT: After any evacuation, report to your designated evacuation assembly point. Stay there until an accurate HEADCOUNT is taken. The Building Safety Officer will take attendance and assist in accounting for all building occupants.

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Appendix 9.4

BIOLOGICAL EMERGENCY RESPONSE

Adopted, as part of this Stillwater County EOP, is the current “All Hazards Emergency Operations Plan” developed and adopted by the Montana Department of Public Health, Stillwater County Environmental Health Department and the Stillwater County Public Health Nurse. This document is to be attached to the County EOP.

This annex provides for the organized effort necessary to minimize the effects of terrorism. The possibility of an enemy attack seems highly remote to most people. Yet, the threat cannot be ignored, and may in fact be in the form of a terrorist threat. This Contingency Plan will identify procedures and considerations for public officials and organizations. The purpose of this annex is to ensure that the Stillwater County Emergency Operation Plan is adequate to respond to the consequences of terrorism within Stillwater County including terrorism involving Weapons of Mass Destruction (WMD).